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This paper surveys the trend in junior college organization toward the multi-unit system. It has evolved to meet the needs of both crowded metropolitan areas, where many physical facilities are required, and of extended rural districts, whose small population and tax support require consolidation of administration. Depending on whether authority and supportive services are centralized or decentralized, several forms of operation have developed: (1) a 1-college, branch-centers model, (2) a 1-college, multi-campus model, (3) a multi-campus district model, and (4) a multi-college, district model. A paradigm showing the relationship between these models reveals a continuum of development from centralized to decentralized authority. There is also a positive correlation between the age of the system and the degree of autonomy in its units. There are overlapping elements in all four models, of course, and systems under university control show still another variation. Problems unique to the multi-unit system are that administrative organization differs from that for a single institution, accreditation must be determined for the whole or for each unit, master planning for physical facilities, faculty, financing, and everyday communication and coordination are all more complex, and the location and extent of educational services must be foreseen with considerable certainty. The writer warns that the multi-unit system can bring either economy and efficiency or chaos and confusion. (HH)

The Development of MULTI-UNIT Junior Colleges

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THE DEVELOPMENT OF MULTI-UNIT JUNIOR COLLEGES

By

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PREFACE

This manuscript was prepared as a part of The Academic Administration Internship Program sponsored by the American Council on Education. The writer was awarded a fellowship for the academic year 1967-68 to study junior college administration at the St. Louis Junior College District with President Joseph P. Cosand as mentor.

As a part of the internship a special project was undertaken to study various models of multi-unit organization and methods of operation in junior college administration. Since the multi-unit concept of administration was relatively new in the junior college, several problems seemed to be appropriate for study: the philosophy of central control versus individual autonomy; the structure of the organization, multi-campus or multi-college; and the question of centralized or decentralized services. Furthermore there seemed to be need for a descriptive document concerned with the development of multi-unit administration in the junior college.

The writer wishes to express deep appreciation to the Junior College District of St. Louis for making the internship a most meaningful and informative experience. Dr. Cosand,

the Board of Trustees, and the entire faculty and staff have made every effort to involve the intern in all of the functions of a large multi-campus district.

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Chapter One

THE MULTI-UNIT JUNIOR COLLEGE: A DILEMMA?

Introduction: The concept of the community junior college has come of age. Only a few years ago many two-year colleges were hoping for four-year status. Now, they are recognized institutions with a special place in the scheme of higher education in America.

Surely a part of this coming of age process must be directly tied to the rapid expansion of junior colleges in the urban setting. And, as Erickson[1] has stated, "With this big city growth has come the almost necessary trend to multi-campus operations." Where it had taken the four-year partner decades to become large, strong institutions, many junior colleges in the great metropolitan areas have burgeonned into large multi-campus institutions almost over night...Chicago, Cleveland, Miami, St. Louis, Los Angeles to name a few.

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1 Clifford G. Erickson, "Multi-Campus Operation in the Big City." The Junior College Journal, 1964, Vol. 34, No. 7, p. 7.

The Problem: The tragedy is, however, as Morrissey[2] suggested, that no body of theory or concept of organization has evolved to make these new directions understandable or acceptable. In short, multi-unit operations have evolved in many directions with each institution moving uniquely in its own situation, toward its own goals, and influenced by its own history. In many cases this movement has been under the pressure of necessity, the absence of time, the press of huge student populations clammoring at the "open door."

Little or no effort has been made to study these multi-unit developments, to determine efficiency, to discard ineffective practices and outmoded organizations. In fact, only a few efforts, such as Jensen's[3] 1964 study, have been reported which attempted to classify or categorize existing patterns. Furthermore, few articles have appeared in The Junior College Journal explaining and reporting trends for this exciting phenomon.

Questions arise at every meeting where administrators and faculty members from multi-unit junior colleges assemble. What is the legal base of your college? Is it part of a unified district? How many campuses? Are they called

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2 Kermit C. Morrissey, "Creative Leadership of Multi-Unit Colleges." The Junior College Journal, 1967, Vol. 38, No. 1, p. 38.

3 Arthur M. Jensen, "An Investigation of the Administration of Junior College Districts with Multi-Campuses." unpublished Doctoral Dissertation, University of California, Los Angeles, 1965.

colleges? Has the legal structure changed recently? How is it supported? What is the nature of state regulations? What kind of inter-campus communications exist? What of faculty organizations? Explain your administrative organization. Do you have a chief executive on the campus? And on and on they go.

Commission Concern: The Commission on Administration of the American Association of Junior Colleges is keenly aware of the explosive expansion which has taken place and the implications this growth has had for administrative leadership. Concomitant with this growth, the commission has undertaken several projects to assist administrators and boards of trustees in the planning and development of new community colleges.[4]

Lahti[5] reported that community colleges being formed in urban centers are attempting to respond to a total urban complex through the organization of multi-campus institutions under one administration and governing board. The problems of the urban community college, as opposed to the non-urban campus, are very different, and, as such, demand special planning of the organizational structure to make it capable of appropriate response to the community.

At the Boston 1968 meeting of the Commission on Administration, numerous comments from commission members pointed

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4 Robert E. Lahti, "Commission Commitments." The Junior College Journal, 1966, Vol. 37, No. 4, p. 48.

5 Ibid.

to perplexing questions and the serious dilemma facing administrators in multi-unit community junior colleges. Comments such as:

> "There is a whole continuum of opinion as to how a multi-campus institution can best operate."
>
> "We cannot really study or understand the problems of the urban institution without first looking at the multi-campus institution."
>
> "More and more of them, and all of it confusing."
>
> "They range from autonomous colleges to complete centralization."

Although it was not possible to identify the individual contributors, these are a few of the comments which came from members of the commission in its open meeting. Many other comments were made on the same theme. The discussion indicated the concern of the commission for some study, or possibly a national meeting, addressed to the subject of multi-unit administration. Several efforts are underway. Knoell[6] is preparing a study of the Urban Community College, the first report of which has been published. Kintzer[7] is working on a study of the organizational structure of the multi-campus junior college.

Administrative Concern: Later, during the annual meeting of the American Association of Junior Colleges, Boston 1968, President Charles Chapman, Cuyahoga Community College,

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6 Dorothy M. Knoell, "New York Challenges Its Urban Colleges." The Junior College Journal, 1967, Vol. 37, No. 6, p. 9.

7 Frederick C. Kintzer, "Study of Organization in Junior Colleges." From a letter requesting organizational charts of multi-campus junior colleges.

Cleveland, announced a meeting for individuals interested in a discussion of multi-campus organization. The meeting was schedlued for a 7:30 breakfast. Thirty-five people arrived, the breakfast was cancelled, and the group moved into a conference room for a session which lasted an hour and one-half. Chapman introduced the topic by saying, "Multi-campus administration is in the developmental stage. Many different variations can be found around the country." The discussion which followed pointed to some of the problems: the concept of autonomy for individual campuses, of centralized and decentralized functions and services, and the general organizational structure for multi-unit operations. The group expressed a strong need for a meeting of national scope to discuss multi-unit concept in depth. Some of the institutions represented were Chicago, Cleveland, Denver, Los Angeles, St. Louis, and St. Petersburg.

The Major Issue: The overwhelming current issue seems to be a matter of the philosophy for organization and administration, with such side issues as autonomy versus control, centralization versus decentralization of authority and supportive services. This is not a new question. It is not unique to the multi-unit community college, for it has been and still is a major problem for all of higher education. Wilson[8] recently reported that changes in educational

8 Logan Wilson, A report on Council Activities presented to the American Council on Education, Washington, D.C., 1967.

organization give rise to new problems and issues. In the past, our colleges and universities were largely discrete units, exercising considerable autonomy. Now the growing interdependence of higher education is changing this scheme of things. He also stated, "We note confused views about centralization versus decentralization of authority." Rogers[9] has pointed to the dilemma in higher education. "A university administrator must often choose between using the process of collective decision-making to secure the adoption of a new idea, or to make an authority innovation decision." Millett[10] expressed the problem in this way:

> "It is well to remember that American colleges and universities have never been quite as autonomous in the control of their affairs as some romanticists would have us believe...The multi-campus state college or state university system has had to find the administrative procedures appropriate to a geographically dispersed operation. Some administrative officers seemed to think that the administrative process appropriate to a single campus could be applied to a multi-campus organization. The centralization of decision-making which resulted has caused apoplexy. Little by little boards and administrators of multi-campus operations have been learning how to decentralize the administrative process...We might consider just what are the appropriate subjects for centralized and decentralized decision-making."

He suggests that matters such as the master plan and budgeting must be provided at the level of the central decision-making authority.

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9 Everett M. Rogers, "The Communication of Innovations in a Complex Institution." Educational Record, 1968, Vol. 49, No. 1, p. 75.

10 John D. Millett, "Centralized and Decentralized Patterns of Decision-Making." A paper presented at the Association for Higher Education Meeting, Chicago, 1968.

Some matters may be resolved on a centralized or decentralized basis depending on the philosophy of the central authority. These include admission policies and procedures, the location of new campuses, limitations of enrollment size at particular campuses, articulation of student movement among campuses, the introduction of new instructional programs, and the assignment of missions and roles to various institutions. There are several vital aspects which remain largely under the jurisdiction of the individual campus. These include requirements for a degree, curriculum construction, instructional methods, student conduct regulation, internal organizational structure, the solicitation of funds from private sources and even from federal agencies, and the careful management of available resources to obtain maximum output. He summarizes his views that, "No pattern of decision-making authority between central agencies and local campuses can ever be effective without mutual understanding and concern, common respect, and a shared devotion to the great ends of higher education."[11]

No such statement or clearcut pattern exists in the current evolution of decision-making philosophy for the multi-unit community junior college, nor is it likely to be, and one may even question its desirability. Systems of higher education at the state level are much broader in

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11 John D. Millett, op. cit.

scope and responsibility. The community junior college, on the other hand, has been traditionally a local institution, governed by local authority, supported largely by local funds, and generally oriented to a community setting. Hence, this problem of centralized or decentralized authority is largely an internal problem for the multi-unit college.

Many comments have come from junior college authorities which point to the present dilemma:

> "Patterns exist from autonomy to complete centralization in the junior college today."
>
> "Autonomy is a traditional concept that is not actually happening."
>
> "You walk a fence-it's neither."
>
> "What about these terms-autonomy and control. Is it possible to have both? What about the term coordination?"
>
> "Autonomy enhances the community aspects of the junior college philosophy."

And so go the questions which confront the multi-unit administrator in the junior college.

Purpose: The present effort is not addressed to the solution of the philosophical question. Rather, its purpose is designed to pull together as much information as is available about existing models, to look at these models critically, to explore the trends in multi-unit operations, and in so doing, provide another step toward some organized approach for studying the entire question of multi-unit organization in the community junior college.

Definitions: The word "multi" has been applied to educational organization in several ways. Some of the most noteworthy adaptations should be discussed.

a) Multiversity: Kerr[12] has been attributed with the origination of this expression which describes the many facets of the modern, multiple functioning university. "How did the multiversity happen? No man created it; in fact, no man visualized it. It has been a long time coming about and it has a long way to go."

b) Multi-campus: This term has been used in the literature to describe both the university and the junior college which has more than one campus.

c) Multi-college: This term defines a philosophical concept of loosely coordinated colleges within a district. Morrissey[13] discussed the use of the term in comparison to multi-campus: "The word 'campus' calls forth the mummified ghosts of higher educational mistakes; the word 'college' describes what the institution is in fact."

d) Multi-program: This term was coined by Jensen[14] to describe the multiple functions of the junior

12 Clark Kerr, as quoted in "The Communication of Innovations in a Complex Institution." Educational Record, 1968, Vol. 49, No. 1, p. 67.

13 Kermit C. Morrissey, op. cit., p. 40.

14 Arthur M. Jensen, op. cit., p. 7.

colleges which he studied. It referred to separate centers designed for specific purposes; i.e. technical, adult education, etc.

e) Multi-branch: This term has the same meaning as multi-campus and has been used to describe both university and junior colleges. However, the term "branch" usually indicates a smaller and more specialized operation located away from the central location.

f) Multi-unit: This term has been used by several people including Morrissey[15] to describe any type of multiple system from multi-branch to multi-college. It has been adopted as the general term to describe all multiple systems in the present effort.

Summary: Multi-unit community junior colleges are being established in many places throughout the country. The growth has been so rapid that little has been done to report the progress of existing systems or to develop ideas of organization and administration for multi-unit operations. Many administrators have expressed concern and a need for communication on a broad scope, addressed to problems of the multi-unit college. A major and perplexing question involves the concepts of centralized and decentralized

15 Kermit C. Morrissey, op. cit., p. 38.

authority and service support. The contrary notions of autonomous colleges versus dependent branches are in the midst of a growing debate. The present effort is designed to report on the existing systems, to establish some possible models, and to point to some common problems in multi-unit organization and operation.

Chapter Two

MULTI-UNIT DEVELOPMENT

The Junior College Movement: An unprecedented number of new community colleges opened in 1967, but more significant, perhaps, is the fact that these colleges opened with a total enrollment near 65,000 students.

With the establishment of the Nevada Community College at Elko, Nevada, the sweep of the nation was complete. Each state now has at least one two-year college. In addition, two-year colleges are located in Puerto Rico, the Canal Zone, England, Canada, France, Switzerland, and Turkey.

Seventy-two new colleges and campuses opened in 1967. This increased the total to 912 with a reported enrollment of 1,671,440 students. There are 648 public supported institutions and 264 independent institutions, most of which are denominationally affiliated.[16]

At the fiftieth annual meeting of the American Council

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16 William A. Harper, (Ed.), 1968 Junior College Directory. Washington, D.C.: American Association of Junior Colleges, pp. 5-7.

on Education, Logan Wilson,[17] in his report on Council activities, stated, "While many private liberal arts colleges struggle to survive, community colleges multiply." And multiply they do, at the rate of more than one per week. The president of the American Association of Junior Colleges, Donald Eldridge,[18] reported that junior colleges are being established at the rate of fifty new ones each year.

Alvin H. Proctor,[19] Kansas State College, recently told members of the United States Council of Graduate Schools, "By 1970 the nation will have about 1000 junior colleges, public and private, enrolling more than 2,000,000 students." Philip R. Werdell[20] suggested "that by 1970 over half of college students will be in major metropolitan centers and commute to campuses of institutions enrolling over 5,000 undergraduates." Most of these will no doubt be junior colleges. Gleazer[21] indicated that we could

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17 Logan Wilson, "Report on Council Activities," Address delivered at the American Council on Education Meeting, Washington, D.C., 1967.

18 Donald A. Eldridge, "New Dimensions for the Two-Year College." The Junior College Journal, 1968, Vol. 38, No. 1, p. 10.

19 St. Louis Post-Dispatch. Dec. 2, 1967, "A Junior College A Week."

20 Philip R. Werdell, "Teaching and Learning: The Basic Function." Whose Goals for American Higher Education? Washington, D.C.:American Council on Education, 1967, p. 17.

21 Edmund J. Gleazer, Jr., "Toward Universal Higher Education." The Junior College Journal, 1966, Vol. 37, No. 3, p. 7.

expect as many as 6.5 million students enrolled in junior colleges by 1975 if present trends persist.

University Branch Development: John Millett[22] observed that at the level of state government, two different but interrelated organizational changes have been occurring in the past twenty years. One of these is the development of the multi-campus college or university system. The other is the appearance of the state-wide coordinating board. In some of these instances, the junior colleges function under separate agencies of administrative direction and supervision.

The move toward branch development of educational institutions began in many of the state universities after World War II. The University of California had pioneered this kind of action as early as the 1920's with the establishment of a "branch" in Los Angeles.

In the early 1960's a heated debate surrounded the question of how best to serve the increasing needs for education at the level of the first two years. The topic in question was whether or not junior colleges could serve this function by branch campuses or should the university develop two-year programs as branches in urban areas. One such debate was published in the Junior College Journal.

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22 John D. Millett, op. cit.

Isaac K. Beckes[23] and Kenneth L. Holderman[24] discussed the subject "Meeting the Needs for Higher Education." Beckes stated the case for community colleges while Holderman advocated branch campuses of the university, indicating branch campuses could provide the two-year functions which are generally considered within the scope of the junior college.

This debate has not been resolved yet. Wattenbarger[25] has indicated that there are at least nine states currently which administer the junior college system as branches of state universities. However, Reynolds,[26] in his statement on trends in the junior college movement, indicated his feeling that substantial control of public junior colleges will come increasingly into the hands of boards operating in separate junior college districts...moreover, control by state universities will decrease.

A discussion of junior colleges under state systems will be included later.

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23 Isaac K. Beckes, "The Case for Community Junior College." The Junior College Journal, 1964, Vol. 34, No. 7, pp. 24-30.

24 Kenneth R. Holderman, "The Case for University Branch Campuses." The Junior College Journal, 1964, Vol. 34, No. 7, pp. 24-30.

25 James L. Wattenbarger, An address presented at the American Association of Junior Colleges Meeting, Boston, 1968

26 James W. Reynolds, "The Junior-Community College--What Next?" An address delivered at the Association on Higher Education Meeting, Chicago, 1967.

Multi-Unit Systems in the Junior College: Much of the expansion in the junior college movement during the past several years has been toward multi-unit systems. Reynolds[27] discussed the problem, "There will be a greatly increased incidence of establishing junior colleges in large metropolitan centers with centralized administration and multiple campuses." According to Gould,[28] "The junior community college movement is spreading to the point where soon more than one-half the students entering college will be attending these institutions." He goes on to say that among public institutions another major shift has come in the proliferation of campuses having reached a point of growth where twenty or thirty thousand students are massed on a single campus. Institutions are tending more and more to create branches which ultimately have a certain autonomy of their own.

In the junior college, the branch concept has developed primarily in urban centers during the past few years. Gleazer[29] stated:

> In urban centers the trend toward establishing multi-campus colleges is likely to continue in order that educational avenues in the large cities are kept open and accessible. Some of the nation's largest cities-Los Angeles, Chicago, Miami, New York, and Dallas-

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27 James W. Reynolds, op. cit.

28 Samuel B. Gould, "Leading Higher Education in New Directions," An address presented to the Association for Higher Education Meeting, Chicago, 1967.

29 Edmund J. Gleazer, Jr., (Ed.), American Junior Colleges. Washington, D.C.:American Council on Education, 1967, p. 33.

> are already setting the pattern for this kind of development. The multi-campus college is one in which the institution establishes branches throughout a metropolitan area in order to put educational opportunity within commuting reach of the entire population.

Chicago has been a multi-campus district since 1934. It began with three campuses-one each in the northern, central, and southern sections of the city. In 1956, a study led to the development of a plan for additional campuses to equalize the opportunities throughout the city. Between 1956 and 1958 the Chicago City Junior College spread to a total of seven campuses throughout Chicago. In 1962 a seventeen-story building was purchased for the college, and in the fall of 1962 the Loop campus opened with an initial enrollment of over 2,500 students, bringing the total number of campuses to eight.[30]

Tyler[31] summarized multi-unit development in California in a 1965 article:

> For many years Los Angeles has operated several junior colleges under one board. The Contra Costa Junior College District began operating two colleges in 1950. These were multi-college districts. Hartnell, Long Beach, and Oakland have operated colleges having more than one campus.

He indicated that severd more districts expect to be operating more than one college by 1970-71.

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30 Clifford G. Erickson, op. cit., pp. 17-18.

31 Henry T. Tyler, "Full Partners in California's Higher Education." The Junior College Journal, 1965, Vol. 35, No. 6, p. 6.

Arthur M. Jensen[32] conducted an initial survey of ten multi-unit developments in urban centers. He reported that by the spring of 1964, multi-campus junior college districts had been established in Chicago, Contra Costa, Corpus Christi, Long Beach, Los Angeles, Oakland, Phoenix, St. Louis, St. Petersburg, and San Diego. The number had increased to nineteen by 1965. It is difficult to estimate the exact number of such districts presently, although a thorough search of the Junior College Directory[33] and the American Junior Colleges,[34] published in the spring of 1968, indicate at least 46 multi-branch systems, some of which have more than a half dozen units. This figure does not include the numerous community college systems which operate as a part of university programs.

Factors Influencing Multi-Unit Developments: Jensen,[35] in his original study, listed five reasons for multi-campus developments:

1. To compensate for district geographical size which prohibited one campus from servicing the district adequately.
2. To equalize educational opportunities through effective accessibility of the college to the residents of the district.

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32 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus." The Junior College Journal, 1965, Vol. 36, No. 3, pp. 8-13.

33 William A. Harper, (Ed.), op. cit.

34 Edmund J. Gleazer, Jr., (Ed.), op. cit.

35 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus." p. 8.

3. To meet the differing educational needs of the various communities located within the district.
4. To accommodate applicants after the district's only campus had reached its maximum capacity.
5. To keep each campus to a reasonable and functional size.

Fretwell[36] indicated that certain types of specialization become more readily available in "families" of community colleges, another expression for the multi-unit concept. Among these are greater concentration of specialized programs at one or more centers, resources (human and otherwise) for curriculum development, larger tax base for better financial support, centralized services for preparing audiovisual materials, cooperative recruitment of both students and faculty, and helping in the preparation of requests for government and foundation grants.

It seems then that at least three primary factors were present in the early movement of multi-unit developments: size of student population, accessibility to students, and economy and efficiency.

a) Size of Student Population: The majority of the multi-campus districts included in the Jensen[37] study accepted the view that a junior college should not become so large as to be cumbersome. Many administrators mentioned that junior college students need small classes and, above

36 E. K. Fretwell, Jr., "Helps for Heresy Hunters," The Junior College Journal, 1965, Vol. 36, No. 3, p. 19.

37 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus." p. 8.

all, deserve to be treated as individuals and not as mere numbers or statistics. Jensen[38] found in his interviews with administrators that the majority agreed 3,500 to 4,500 was an optimum size for a comprehensive junior college.

One educator has indicated that the optimum enrollment could run in the range of 2,500-3,000 while maximum enrollment for each facility or campus might be around 3,500. Marsee's[39] answer to this problem of size is "so you go multi-campus."

Masiko[40] asserted that the universal experience has been a much larger enrollment pressure than had been expected and planned for. In a short time expansion plans had to be developed, and inevitably the questions of what size institutions and how many campuses there should be had to be faced. Along with these questions came the perplexing one-how to organize for a multi-campus operation.

Erickson[41] pointed out five reasons for the tremendous growth in student population in urban areas and the almost simultaneous trend toward multi-campus operations.

1. The rural-to-urban shift of population, resulting from the mechanization of rural farming and the growth of urban industry, is producing rapid concentration of population in urban centers.

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38 Arthur M. Jensen, unpublished doctoral dissertation, p. 27.

39 Stuart E. Marsee, "When is Large Too Big?" The Junior College Journal, 1966, Vol. 37, No. 4, p. 38.

40 Peter Masiko, Jr., "Going Multi-campus," The Junior College Journal, 1966, Vol. 37, No. 2, p. 22.

41 Clifford G. Erickson, op. cit., pp. 17-18.

2. Selective population migrations are increasing the need for public educational services in big cities.
3. The high birthrate of the postwar years is producing a rapid increase in the college age population.
4. Rapid changes in technology and consequent changes in the employment market in big cities are placing a premium on functional education for young people and continuing education for adults.
5. Administrators and boards of senior colleges and universities are coming to understand more and more the role of the "open door" junior college in the world of higher education. They recognize the importance of the junior college as a means of conserving and developing the human resources of the big city and of enabling the senior colleges and universities to devote more attention to upper division and graduate programs.

Therefore, one of the factors in multi-unit development is the size of student population.

b) Accessibility to Students: Jensen[42] stated that the junior college must assume heavier responsibilities than ever before for bringing at least two years of college experience within the economic and geographic reach of growing numbers of students. The objective would be accomplished mainly by opening additional campuses and/or colleges within large urban communities. The newest and most significant effort being made by junior colleges to fulfill their obligation in this respect was the establishment of additional campuses by existing junior college districts.

A principle reason for the establishment of the multi-campus junior college in Chicago was the equalization of

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42 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus," p. 8.

educational opportunity through the effective accessibility of the college to all the residents of the city. One of the new northern campuses drew over 85 per cent of its students from homes within four miles of the campus. More recently, a study showed that the average density of students is 151 students per square mile within a one mile radius of the college.[43] The college campuses in St. Louis were established so that 85 per cent of the total population of the metropolitan area was within a five mile radius of one of the colleges.[44]

The entire Florida plan of twenty-eight junior colleges was based on the proposition that a junior college would be within commuting distance of every student in the state.[45]

c) Economy and Efficiency: The trend toward multi-unit institutions rather than separate institutions certainly was affected by considerations of economy and efficiency. Clearly many supportive services can be accomplished by a single agency for several campuses more efficiently than having several separate agencies doing the same task.

Masiko[46] indicated that one of the important concerns

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43 Clifford G. Erickson, op. cit., pp. 18-19.

44 Discussion with Joseph P. Cosand, president of Junior College District, St. Louis, St. Louis County.

45 Floyd Christian and James Wattenbarger, "Ten Years--A Plan Evolves in Florida." The Junior College Journal, 1967, Vol. 38, No. 1, p. 45.

46 Peter Masiko, Jr., op. cit., pp. 25-26.

for the president of a multi-unit operation is the efficiency and economy of the entire college operation. Efficiency and economy do not necessarily mean that all functions must be housed centrally or controlled centrally. He further describes the use of computers to determine the most efficient way of accomplishing the many tasks in a multi-unit operation.

Summary: The multi-branch concept in higher education began with the University of California in the 1920's. Chicago was the first of the junior colleges to develop a multi-unit system. This happened in the 1930's. Even though the pattern was well-established, the multi-unit surge of development is more recent, the major growth being within the past few years. Several factors have contributed to the attractiveness of multi-unit operations; the tremendous growth in student populations, the need to make the first two years of higher education more accessible to students, and the important consideration of efficiency and economy in providing post-high school education for youth and adults.

Chapter Three

MULTI-UNIT MODELS

Introduction: In an effort to study multi-unit developments in the community junior college, a careful study was conducted of available literature and selected institutions. Primary sources were the recent American Junior College with its descriptions of junior colleges throughout the country and the Junior College Directory. In addition, the literature, especially The Junior College Journal, contributed excellent examples of existing multi-unit systems. Interviews and discussions with numerous administrators from multi-unit organizations have also made significant additions to the views expressed herein.

As Masiko[47] suggests, a review of existing patterns of organization would run from examples of completely autonomous colleges within a district, subject to a central head, coordinator, or governing body, to examples of a strong central organization, controlling all important aspects of "branch" campuses, with many variations inbetween.

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47 Peter Masiko, Jr., op. cit., p. 23.

Early Patterns: Jensen,[48] in his initial survey of ten multi-campus institutions, categorized three patterns:

Group I: Multi-college. A multi-campus district which was operating two or more individual comprehensive colleges within its district was termed multi-college. The two examples in this group were operating campuses as individual comprehensive colleges, each with its own president, administrative staff, and catalog.

Group II: Multi-branch. A multi-campus district operating as one legal institution with two or more branches or campuses within its district was termed multi-branch. This group consisted of five districts, each of whose branches offered a similar comprehensive educational program. All of these districts had one catalog, and all but one had a single president whose office was at the central office.

Group III: Multi-program. Multi-program districts were those which operate as one legal institution with two or more campuses which were differentiated by the type of educational program offered on the several campuses. There were three districts of this type included in the study, each of which had one campus primarily for arts and science and one campus for technical and vocational training.

The districts which Jensen[49] studied fell into two distinct patterns as he described them; legal institutions and legal districts. The legal institutions operated with a strong central office and each branch or campus was simply a part of a single institution. This concept was held by both the multi-branch and the multi-program districts, since in both groups the district was operating one legal institution with branches or campuses. The primary difference between the multi-branch and the multi-program districts

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48 Arthur M. Jensen, unpublished doctoral dissertation, pp. 6-7.

49 Arthur M. Jensen, "Urban Community Colleges go Multi-Campus." p. 11.

was that in the latter the campuses were offering different educational programs.

The legal districts operated multi-colleges with maximum autonomy for each. Two of the districts subscribed to this concept which allowed each individual campus to be a college with the freedom to develop and offer the educational programs most suitable to the interests and aptitudes of the students and to the needs of the community, within state laws and governing board rules and regulations.

Present Models: These early efforts predicted very well the current trends in the development of multi-unit institutions. There remains two clearly defined philosophies of legal organization-the single institution concept and the district organizational concept. However, in the few years of rapid growth in multi-unit institutions since these categories were suggested, well-defined patterns within each category lead to the description of more specific models.

Thus, a thorough study and analysis of existing patterns indicated that multi-unit community junior colleges could best be described by four models: the one college, branch centers model; the one college, multi-campus model; the multi-campus, district model; and the multi-college, district model.

a) The One College-Branch Centers Model: The one college with branch centers model exists in many forms. It can be seen as the first step toward multi-unit operation from a

single institution. In general, it can be described as one college in a central location, with leadership and services provided from a central office or main campus. A careful study of the many institutions listed and described in the American Junior Colleges revealed that a great number of institutions could be classified in this category, with many junior colleges operating branch centers. These branch centers take several forms:

1) Technical Centers-Many colleges maintain a well-equipped technical center located separate and apart from the main campus. These take the form of area vocational schools, automotive training centers, trade-educational schools and technical institutes.

2) Continuing Educational Centers-Likewise, institutions maintain adult or continuing educational centers at various locations separate from the main campus. Examples range from daytime extension centers to evening divisions, sometimes located at industrial sites, local high schools, or military installations.

3) Specific Divisions-Some institutions maintain specialized divisions or departments at locations other than the main campus. Examples of such arrangements include separate divisions of business administration, nursing, hotel-motel-restaurant management, and others.

4) Other Forms-Some institutions maintain small branch centers with limited course offerings designed to meet specific need in a community. There exists a variety of smaller operations separate from the main college location.

These branch centers are generally supervised by a second or third level administrator from the central campus, usually called a dean or director. Thus, leadership and services are provided from the central organization.

These centers are clearly extensions or branches of a

parent institution. Accreditation is achieved through the main institution. Requirements for degrees, course outlines, fee structures, registration, and the like are all functions of the parent institution.

The main purpose of such centers or branches is to provide specific courses and certain programs which will be more accessible to students in an area some distance from the main campus of an institution.

b) The One College, Multi-Campus Model: The emphasis in the organization and operation of one college, multi-campus model is that the college, with its multiple campuses, is a single institutional entity.

The relationships of personnel on each separate campus to a central administrative staff are the same, as if all personnel were in a single institutional setting. The same general policies, philosophies of operation, and purposes and objectives, as well as the same procedural methods, apply to all campuses equally, and exceptions may be made only after explicit negotiation with the central administration.

The philosophy which underlies this model requires close articulation, coordination, and cooperation among the campuses of the college. Individual differences among the campuses may arise from differing student body characteristics, geographic location, or purely local factors; however, their effect on procedure or policies will be recognized insofar as local decisions do not alter or abrogate general administrative policy or procedure.

With the exception of certain courses in specialized subject matter areas, such as the semi-professionl programs, all campuses of this model offer virtually the same instructional program. Course numbers and descriptions in the catalog, as well as course outlines, textbooks, and supplementary materials, apply equally to all campuses. Close departmental coordination between campuses is structured to insure that all students receive optimum uniformity of quality of instruction.

Intra-college functions may be termed "cross campus." In some instances the individual campus lacks a central responsible person, with deans of various functions on the campuses reporting to a central dean or director for coordination and control.

The distinguishing features of this model may be best visualized by assuming one large junior college divided into parts, two or more, and located at separate places. In short, these campuses are identical twins under central control, as it might be in one institution.

c) The Multi-Campus, District Model: The model of the multi-campus, district is similar in many ways to the one college, multi-campus model, with two primary differences. The first major difference may be seen in legal organization which is more district oriented than single college oriented. This allows for the second difference which gives each campus more autonomy or de-centralized authority.

The multi-campus district usually consists of a district

office and two or more campus organizations which may or may not be identical in structure. The parts (district office and several campuses) are aligned with one another to serve a functional purpose. The purpose is to assure maximum coordination and cooperation among all units in the organization with a minimum of control.

Each campus has its own budget, library, faculty, and staff. The campuses reflect the characteristics of the students, the characteristics of the area, the faculty, and the administration.

In its relations with the district office, each campus is a cooperating - autonomous unit, self coordinated into the district form of multi-campus operation. The key to this structure is intensive interaction from which flow policies and procedures pertinent to all the activities of a comprehensive public community college.

Through membership on campus and district-wide committees and through the faculty organization, faculty members participate in the activities of the district and the development of the campus programs.

The existence of administrative councils, at the district level and at the campus level, provides a vehicle for interchange and interaction. Some of the most vital decisions come from the council meetings. The councils are strengthened by a departmental form of organization at the instructional level.

In addition to formal departments, committees, and coun-

cils, there is a lively system of informal personal contact which rounds out formal administrative and instructional activity.

In this model each campus has a chief administrative officer usually called a Campus Dean or Campus Director. Campuses are generally accredited separately. Each campus may issue its own catalog or one general catalog may be issued with separate sections for each campus. Course outlines and textbook selection is usually considered a campus matter.

d) The Multi-College, District Model: The multi-college, junior college district model is a rapidly emerging concept of multi-unit organization. Proponents of this model explain that a college is indeed a college and cannot be a "branch" or "campus" of some larger institution. This model visualizes the colleges as separate, autonomous institutions, loosely coordinated within a district framework. Each college will generally have a single head, usually called a president, who is responsible for his institution much in the same manner as the president of a single institution that is not a part of a unified district.

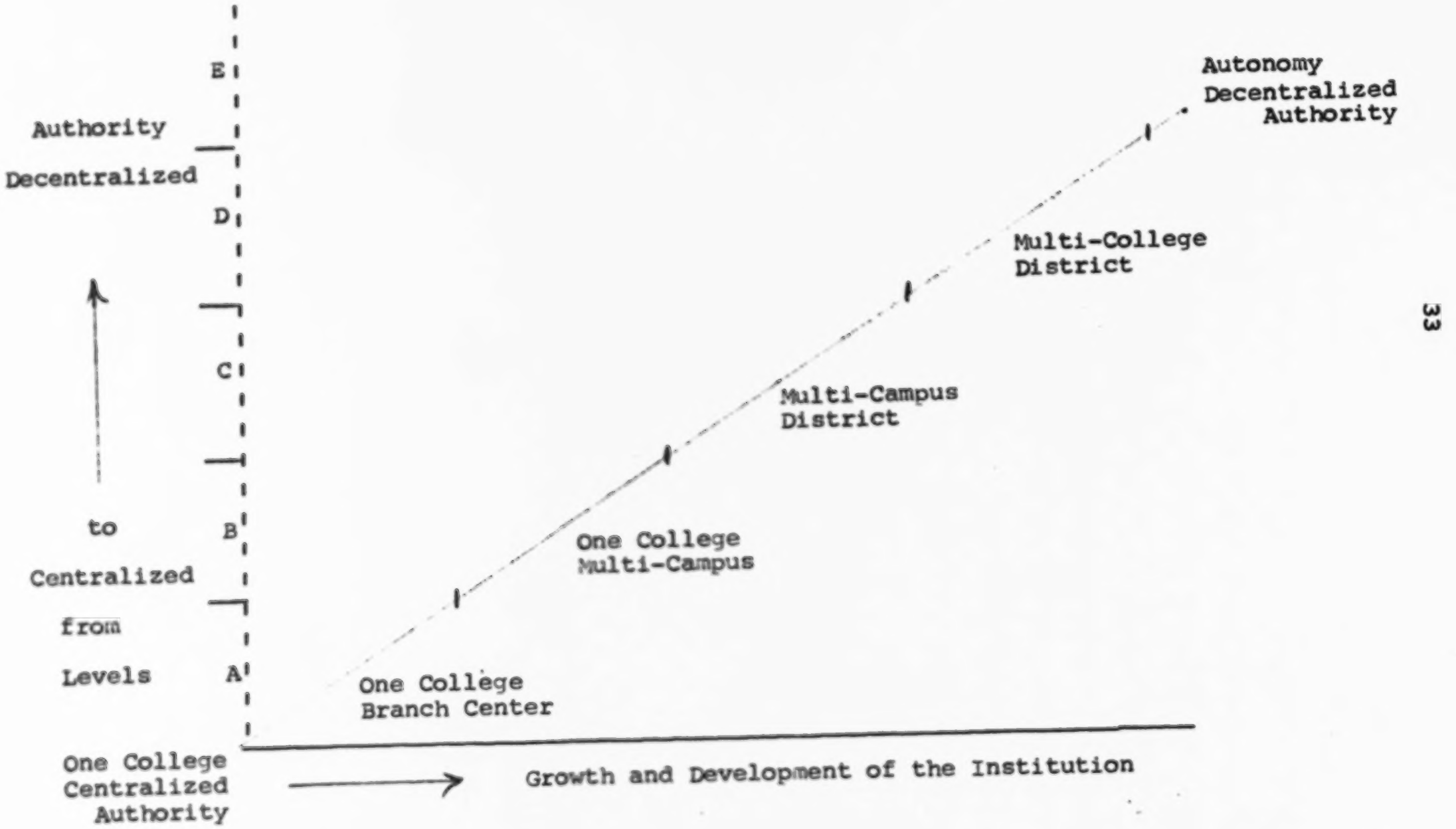
The central office functions under a District President or Chancellor who coordinates the activities of the district and is primarily responsible for communication with the governing board, for master planning with the district, and for providing whatever services may be most efficiently administered from a central office.

The Paradigm: To better understand the four models which have been described, a paradigm has been constructed to show the continuum of multi-unit developments in community junior colleges. The vertical dimension of the paradigm represents levels from centralized to decentralized authority. Five levels are shown, ranging from level A, which represents the most centralized, to level E, which indicates the most decentralized form of authority. The horizontal dimension depicts the growth and development of multi-unit systems from one college with centralized authority to autonomous multi-colleges of a district. The four models are represented on a diagonal progression. Each model is specifically placed near the center of a level to indicate the most clearly defined example of that model on the continuum. Thus, the diagonal progression takes into account both axes and shows that as the units of a multi-unit institution grow and develop, they also increase in autonomy.

Discussion and Comparison of Models: Certainly, each of these models in itself varies, however, a definite pattern or continuum is well-defined. This continuum ranges from one college with centralized authority to the autonomous college within a multi-college district, which exercises its own functions as a decentralized authority. The history of multi-unit organizations shows clearly this developmental sequence. Generally one institution develops off-campus centers to better fulfill its role as an educational institution, Level

PARADIGM

Continuum of Multi-Unit Development in the Junior College



A. As these centers grow, they begin to take on the functions of separate campuses, which is denoted on the paradigm as Level B. As the single campus develops its own administrative organization and takes on many of the separate functions and services, it becomes a somewhat more autonomous organization. This leads to a de-emphasis of the one college aspect of the separate campuses and tends to view the campuses as more independent members of a broadly defined district, Level C. Certainly, as the multi-campus institutions within a district become stronger and more self-supporting, the natural step is toward multi-college districts, Level D.

Overlapping Models: Careful analysis of the models reveals a wide range of examples within each model and overlapping between models. Especially is this true between the one college, multi-campus model and the multi-campus, district model. For example, the president of an institution which would normally fit into the model of a multi-campus, district may vigorously defend the philosophy that his college is one college which happens to have more than one campus. Because of this, a district may operate with stronger central control and allow less autonomy in campus operation than might be expected in the usual multi-campus, district model operation. In such instances, the central office may feel the responsibility to provide more leadership for the district and more of those services which the central office believes the campuses need.

Some overlapping may be expected between all of the models. One multi-campus district may have two or more primarily autonomous campuses and at the same time conduct branch centers in other locations. Likewise, multi-college operations may conduct classes at branch centers. It must be understood that the models, as they are described, may vary from institution to institution.

Support for Developmental Concept: The concept, that institutions develop longitudinally toward more autonomous operations, has been well-expressed by Cosand.[50] When a college is small, strong centralized control is needed. As the institutions develop multi-campus and grow stronger and larger, less control and more autonomy is needed. The central office provides leadership and much service at the beginning. As the units can meet their own service requirements locally, fewer services should be located centrally. Multi-campus organization should be constantly evolving from strong central control when units are small and weak to much autonomy as the units demonstrate their ability. The final evolvement may see the central office providing primarily leadership with some services which are more economically operated centrally.

Masiko[51] supports this developmental continuum also. He says from discussions with those in charge of multi-campus

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50 Joseph P. Cosand, An address delivered to the Commission for Higher Education in the State of Missouri, St. Louis, 1968.

51 Peter Masiko, Jr., op. cit., p. 23.

operations, as well as with those in charge of branch campuses, it would appear that most people involved would like to see some changes made. Even those who have had the opportunity to develop brand-new metropolitan community college complexes, with virtually free hands to move in any direction, have discovered that different organizational patterns may be needed at the various stages of growth and development of the multi-campus complex.

The trend toward the multi-college model was apparent in Jensen's[52] early study. He concluded:

> The desirability of the current trend toward the multi-college district was demonstrated by the opinions of those interviewed, by frequency of practice, and by recent changes in organization that exemplify the trend... Administrators, faculty members, and students on individual campuses favor the trend toward the multi-college plan with its consequent increase in "local autonomy."

Furthermore, he described what he termed the "developmental cycle." The older the district was, in years of operation, the more independence and freedom each of its campuses had. In new multi-campus districts, where the majority of administrators were newly appointed, the central office watched very closely in the beginning to see that the organization ran smoothly. As the multi-campus district matured and the personnel gained confidence, the central office tended to relax its control and to allow each campus increasing freedom of action.

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52 Arthur M. Jensen, "Urban Community Colleges go Multi-Campus." p. 9.

University Branch Systems: A careful study of the listings in the American Junior College revealed that eighty-eight junior colleges operate under control of a public or private university system. These examples must be considered in the present study since, in general terms, they constitute multi-unit systems. As has already been mentioned, nine states operate junior college systems under state universities. Twelve private universities operate junior college systems also. The number of junior colleges operated by these systems range from one to eighteen. Depending on how they are operated, each of these junior colleges under university systems fit within the framework of one of the models and constitute only a variation of the model structure.

Common Elements in Multi-Unit Operations: Certain common elements may be seen along the continuum and within the structure of each model. These include responsibility centered in a single administrative officer, a single legal authority, and a central fiscal authority.

a) Single Administrative Officer: In each of the models there is an individual with the single administrative responsibility. He may be called chancellor, president of the district, or president of the institution. Nevertheless, he is the one officer responsible for leadership in the multi-unit institution. Morrissey[53] says that the president of such a complex system has so much potential authority, in

53 Kermit C. Morrissey, op. cit., p. 40.

both law and custom, that his greatest contribution to healthy development is often the wisdom of restraint. He must assist in the release of innovation among several hundred people, many unknown to himself, and this subtle, catalytic force is best transmitted by example.

Masiko[54] would agree that the president, by law, remains in charge of whatever structure may emerge, but his role may differ. This has to be, particularly since his role has already changed considerably simply because of the growth factor. He must detach himself from the internal operations of each campus, while he is still held responsible for what happens on each campus.

b) Single Legal Authority: All multi-unit organizations have in common a single governing board, whether it be a local board elected by the citizens of a district or a board appointed by some governmental agency. In the case of the multi-college model, this may be the single difference in the organization of that college and the organization of a single autonomous junior college. Thus the multi-college model is governed by a board which has responsibility for more than one college while in the latter case, the junior college is a single institution governed by its own board.

Another common arrangement is for multi-campus institutions to operate under a unified school system which includes secondary and elementary schools. Another variation is the

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54 Peter Masiko, Jr., op. cit., p. 25.

university-controlled multi-campus institution , where the head of the junior college is under a Dean for Community Colleges at the university which means that the junior college functions under the university board. Some states are organized with a state board for junior colleges. This board may establish regional institutions reporting to the state board. Many variations may be found, but all multi-unit institutions report to some legal authority.

c) Central Fiscal Authority: In Jensen's[55] early study, he found unanimous agreement that business affairs and finance should be handled at the district level. At all ten of the districts which he studied, staff members at the central office were in charge of the business affairs for the entire district. Masiko[56] states that all funds from county, state, and federal government which are destined for the junior college must first be received by, in his case, the county school board. Similarly, all matters of budget and salary must be approved by the board.

The Board of Trustees of the Junior College District, St. Louis, is the sole legal authority of the multi-college district and all fiscal matters must be approved by the board. In all of the models, some central fiscal authority can be seen.

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55 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus." p. 10.

56 Peter Masiko, Jr., op. cit., p. 23.

Summary: An extensive study of existing patterns of multi-unit junior colleges revealed four models. These are the one college, branch centers model; the one college, multi-campus model; the multi-campus, district model; and the multi-college, district model. The study indicated that a continuum of development may be clearly seen in the models as they progress from centralized to decentralized authority. A paradigm has been constructed to more visibly depict the continuum. Variations and overlapping exist within the range of each model and between models, and certain common elements may be seen in all models.

Chapter Four

SOME PROBLEMS IN MULTI-UNIT OPERATION

Introduction: This chapter was designed to list and discuss briefly some of the more perplexing problems facing administrators in multi-unit community junior colleges. Certainly, all junior colleges face common problems. However, the concerns in this chapter were addressed to those specific problem areas unique to the multi-unit situation.

Lombardi,[57] in late 1964, listed what he called some "Emergent Issues in Administration." He pointed to some of the questions which continue to confront administrators in multi-unit junior colleges. Organization is one.

Organization for Administration: One of the most perplexing problems in the multi-unit institution is how best to develop an organizational structure which will provide unity of purpose, coordination of effort , and efficiency of operation. Some patterns in multi-unit administration can be found by a study of organizational charts and administrative councils.

a) Organizational charts: Only a casual look at organ-

57 John Lombardi, "Emergent Issues in Administration." The Junior College Journal, 1964, Vol. 35, No. 3, p. 7.

izational charts from a few multi-unit junior colleges revealed wide-range of variance in approach.

The traditional flow of authority from the citizens through the governing board to the president and back again can be seen as a general pattern in all organizational structures. However, many variations exist in the extension of lines of authority and responsibility from the president throughout the organization. These lines are affected by the philosophy of the institution and relate directly to the models as they range on the already-mentioned continuum from centralized to decentralized authority. Three examples should be sufficient to point out some of the problems in the area of organization: the pyramid, the yoke, and the circle.

1) <u>The pyramid</u>: The pyramid approach is the usual charting arrangement for institutions which exercise more centralized authority. It correlates rather well with the one college, branch centers and the one college, multi-campus models. It is also a common approach in some multi-campus districts where stronger control is vested in the central office.

The pyramid arrangement depicts the flow of authority from the president to several directors or deans who may be in charge of branch centers or campuses. This is a direct approach where campus or branch center heads report directly to the chief executive of the multi-unit operation. Other variations are common also, where branch center and campus heads report to an executive officer, usually vice-president,

who is stationed in the central office. A less common arrangement exists in which campus personnel report to a group of district-wide officers, usually deans, directors, or vice-presidents, who are charged with various functions such as Academic Affairs, Business Affairs, Student Personnel Affairs, and so on.

These various arrangements have been under debate for some time. Proponents of more autonomous campuses and colleges hold that no one at the central office, other than the chief administrator of the multi-unit operation, should be at a higher level than the chief campus administrator.

Those who hold to a single institution philosophy generally develop stronger and more elaborate leadership structures within the central authority.

2) The yoke: Atkinson [58] originated the concept of the yoke. He stated, "The question is how far down into the branches does the controlling influence go?" This concept of organization reflects the idea of partial decentralization of authority which permits more autonomy in the branch operation. The concept can be seen as an intermediate step on the continuum of models. In general, multi-campus districts, which vest somewhat autonomous responsibilities in the campus administrator, whether he be dean, director, or campus president, can be described by this yoke structure. In any event, the yoke may relate very well with district operations of the

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58 William N. Atkinson, President of Jackson Community College, Jackson, Michigan, from an informal discussion.

multi-campus district model. Each of the separate campuses, then, develops its own pyramid structure to describe the lines of authority from the campus administrator throughout the campus structure.

3) The circle: The circle, as yet, is an ill-defined concept which has been used by several people to describe district operations of the more autonomous multi-college, district model. Livingston[59] expressed the view that the college is a circle within a circle. Each campus is a circle of its own service area. The campus circles go together to make up a larger circle which represents the district as one sees the total college. He says, "We are trying to operate permissively within structure." Cosand[60] stated:

> "Administering a multi-campus junior college district has its problems. We are attempting at all times and in all instances to foster local autonomy within a district framework of policy and procedure based upon leadership and service rather than rigid control. We believe we are succeeding, where all of us look both to the district as a whole, and to the campuses as integral parts."

The Allegheny District has used the circle in an attempt to describe a philosophy of administration for a multi-unit operation. Morrissey[61] says it is an attempt to avoid the usual pyramid of authority of relations and tries to emphasize the supporting functions of the administrative structure.

59 Alfred M. Livingston, Executive Vice-president, Cuyahoga Community College, from an informal discussion.

60 Joseph P. Cosand, "Three Years of Progress in St. Louis." The Junior College Journal, 1966, Vol. 36, No. 5, p. 12.

61 Kermit C. Morrissey, op. cit., p. 40.

Although the circle may not clearly define the concept of autonomy which the multi-college, district model espouses to, it may well be a further step in describing this concept of decentralized authority.

b) Administrative Councils: The chief executives of nearly all multi-unit institutions have organized some type of administrative council which is composed of the administrative heads of the various units within the total organization. These councils usually develop administrative procedures and, in some cases, recommend policy matters to the president. They may be called President's Council, President's Cabinet, Administrative Council, or Council of Deans.

The question of line and staff functions is confusing and poorly defined. The same position in one institution may be a staff function while in another the position is a line function. There is a tendency, as multi-unit systems grow in size, for supportive services to grow into bureaucracies. Organization for administration is a perplexing question, not only for the multi-unit organization, but for the whole junior college movement. Russell and Ayers[62] published one study dealing with patterns of administration in 129 public and private junior colleges. In addition, Jensen's study[63] was addressed briefly to administrative policies and procedures

62 John H. Russell and Archie R. Ayers, "Patterns of Administration." The Junior College Journal, 1963, Vol. 33, No. 9, p. 5.

63 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus," p. 9.

in multi-unit districts. Furthermore an extensive study of multi-unit organization is underway by Kintzer, as was already mentioned. In short, much research is necessary in the area of organization for administration in all of the multi-unit models.

Accreditation: Jensen[64] found that multi-college districts operated individual colleges with their own accreditation and catalog. All other districts which operated as one legal institution with branches or campuses were accredited as a total college.

This has become an important question in multi-unit operations. In 1965, the Junior College District of St. Louis was accredited as a single institution for a three year period. Another visit has been scheduled for 1968 when the District will have completed most of its permanent facilities. This accreditation visit will be comprised of three teams, one for each college, with the individual colleges subject to accreditation.

Several of the Accreditation Associations have ruled that branches of multi-unit institutions must be accredited as independent units.

A recent policy statement from one of the Accreditation Associations defines the situation:

> If an institution indicated that it is operating an off-campus center enrolling one thousand or more students,

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64 Arthur M. Jensen, unpublished doctoral dissertation, p. 137.

> which has a core of full-time faculty, a resident director, and offers a program through which a student may complete all requirements for a degree either awarded at the location or by the parent institution, such a center will be considered operationally separate and the Executive Board will authorize an examination for accreditation as a separate institution.

Such action has created a perplexing problem, especially for the proponents of the one college philosophy and, in general, has encouraged the movement toward more autonomous administrative practice.

Planning New Campuses: Beginning a new campus poses problems for the multi-campus operation. Generally, the established campus tends to look at the new campus as a younger partner in the educational enterprise and may adopt a parental attitude towards the new addition. Masiko[65] provided a good example:

> It is natural for the "original" or "main" campus to want to influence developments at the second or other campuses. The faculty feels they have the know-how and the necessary experience to provide a good start for the new campus. Some department heads and division chairmen see the chance to extend their sphere of influence or to relieve themselves of weak faculty members.
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> Our policy was to designate the head of the second campus and give him complete charge of personnel recruitment. This procedure created some morale problems and probably hindered rather than helped cooperative action in course development, etc. However, it was felt that even after only five years of existence some "curriculum rigor mortis" had set in at the main campus and it was felt necessary to give a free rein to the new campus to try new approaches to education.

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65 Peter Masiko, Jr., op. cit., p. 25.

Facilities Planning: Organization for facilities planning is more difficult for the multi-unit institution since several facilities may be under construction at the same time. Priest[66] addressed himself to this problem:

> A district with a comparatively small "one-shot" building program may need only a one-man planning office, assisted by the staff and outside consultants. Often this one man may be the president who shifts some of his usual chores to others to free himself for this planning task. On the other hand, a heavily populated metropolitan district which is projecting phase construction of several colleges to 10,000 student capacity, may have a thirty to forty-year building program which will provide "careers" for a planning staff of three to five persons or more.
>
> All planning efforts should have as their foundation a statement of basic educational philosophy adopted by the Board of Trustees.
>
> The responsibility for coordinating the planning should be centralized in one person, directly responsible to the district's chief administrative officer.
>
> In a multi-campus system, consideration might be given to having the dean or president-elect of the proposed campus on the job during the entire planning period, assuming a major role in the planning process.

Developing a Master Plan: Developing a master plan for a multi-unit operation is a problem compounded by the dimension of the number of campuses involved. Especially is this true if a district begins and plans several colleges at one time, for example, the St. Louis Junior College District. Cosand[67] remarks concerning the master plan, at all times the staff

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66 Bill J. Priest and H. Deon Holt, "How to Organize for Facilities Planning." The Junior College Journal, 1967, Vol. 37, No. 6, pp. 30-31.

67 Joseph P. Cosand, "Three Years of Progress in St. Louis." p. 10.

has attempted to build a total program within the framework of the district philosophy and objectives. Balance within the curriculums and between instruction and student services has been sought. Each of the three campuses has instructional programs for the transfer, technical, adult, and remedial student. Master plans for each site were developed in accordance with the educational specifications furnished each architect.

Location of Central Administration: The location of central administration is an important factor in multi-unit operations. There seems to be general agreement that central administration should be located separately from any one of the members of the multi-unit organization. Masiko[68] states that Miami-Dade moved its central administration some eighteen miles from its former location when it became a multi-campus institution.

Jensen[69] found in his study that when central offices were located at one of the individual campuses, it gave rise to dissension, jealousies, and divergent loyalties. These were explained on the ground that the campus with the central office comes to be considered the "main" campus and the "favored" one. He recommended that the central office be located completely off any and all campuses, and, if possible,

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68 Peter Masiko, Jr., op. cit., p. 24.

69 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus," pages 9 and 12.

that it be centrally located within the district.

Cosand[70] would agree that the central office should be located separate and apart from any campus. He added, however, build the campuses first. By that time the central office requirements will be better known.

Communication and Coordination: Sometimes in multi-unit districts attempts to coordinate fail for lack of communication, and, in fact, these attempts may turn into controlling influences by default. A director of student activities recently said, "My greatest problem is red tape." A dean of students remarked, "It's dangerous to have an idea around here. By the time I can get concurrence and consensus between the campuses, it's too late to do the project." Another dean of students added, "We tried to do something back in December, but we couldn't get everyone to agree."

Dunn,[71] discussing the problem of communication from a faculty viewpoint, stated that one of the problems of a multi-college district is communication. When communication practices vary from established channels, such communication must be immediately redirected to the proper agency. In short, communication and coordination in a large multi-unit institution may be one of the most critical problems. Also there may

70 Joseph P. Cosand, An address delivered to the Missouri Commission on Higher Education, St. Louis, 1968.

71 John W. Dunn, Peter Jowise, and Ralph Jentile, "Our Faculty Participates in Policy Development." The Junior College Journal, 1966, Vol. 37, No. 4, p. 12.

be a problem of "passing the buck." Many times the answer to a question at one of the units is, "The central office will take care of that," but when one goes to the central office, the answer is, "No, the campus is responsible for that."

Educational and Supportive Services: Providing for educational and supportive services in the most efficient and economical manner without, at the same time, jeopardizing the growth of individual campuses is one of the more perplexing problems in multi-unit operations. Patterns vary widely, from complete centralized service to decentralized services, with a great number of examples which might be considered in the category of coordinated services. Masiko[72] says that central administration will provide services and will support instruction, but not dictate it. He continues, thus we place admissions and registration under central administration. Budgets, purchasing, personnel, institution research, federal relations, library acquisitions, and instructional resources also go central, although not all of these need to be housed centrally.

Cosand's[73] statement may serve as a good conclusion. In speaking to the Coordinators of the Junior College District, who are responsible for providing supportive and educational services, he said that we must strive always to provide in

72 Peter J. Masiko, op. cit., p. 25.

73 Joseph P. Cosand, A Memorandum dated January 9, 1967.

our District those educational services which are needed by all people within our District. This means leadership from the central office staff, leadership from each of the colleges and complete cooperation between and among the four segments.

At the St. Louis Junior College District, the central office is staffed with the president, vice-president for business, an assistant to the president, and educational service coordinators in the areas of instructional resources, physical facilities, institutional development, finance, purchasing, personnel, data processing, and community relations.

Each campus has from six to seven administrators, a vice-president of the district who serves as a campus president, a dean and an associate dean of instruction, a dean and an associate dean of student personnel services, and an associate dean for business. These administrators are in line positions. The coordinators have staff responsibility and no line authority.

Faculty Organization: Involving faculty in the decision-making process for multi-unit organizations is a special problem. Several institutions have tried district-wide or inter-campus committees and councils. Chicago City Junior College has an inter-campus faculty council made up of representatives from campus faculty councils and elected members from the campus faculties. The number of these elected members is in proportion to the size of the campus faculty.[74]

74 Clifford G. Erickson, op. cit., p. 20.

Peralta Junior College District[75] created a council to implement faculty involvement in policy-making. Membership on this council includes the president of each college, the assistant superintendent for business services, the director of educational services, and two members of each faculty senate. Traditionally, these latter members have been president and vice-president of the academic senate of each campus. The council is chaired by the district superintendent.

At St. Louis a district council was formed consisting of eight administrators and ten faculty members. This body makes recommendations on District policy to the District President.

At St. Petersburg, a faculty forum was established consisting of three administrators appointed by the president and teacher representatives elected by the faculty. This group reviews procedures and makes recommendations to the President's Administrative Council.[76]

Committee Structures: Committee structures at the multi-unit level differ widely. Generally such committees are established for the purpose of coordination and communication between the units and the central office. Some common problems in committee structure for the multi-unit institution are: How many committees are necessary? What are their functions? How often

75 John W. Dunn, Peter Jowise, and Ralph Jentile, op. cit., pp. 10-13.

76 St. Petersburg Junior College Faculty Manual. 1967-68, p. 33.

do they meet? And to whom do they report? The three most frequent committee types are Curriculum Development, Student Personnel, and Business.

a) Curriculum Development: This committee is usually charged with the responsibility for coordinating the course offerings and various curricula in the multi-unit institution. Responsibilities vary from institution to institution, but in general these committees insure that minimum standards are maintained and guard against proliferation of educational offerings.

b) Student Personnel: This committee considers matters of student affairs involving all the units of the institution, including admission standards, registration, orientation, and student conduct. It serves primarily to coordinate and communicate between the Student Personnel elements of the institution.

c) Business: Less common, but frequently multi-unit institutions have a Business Committee. General responsibilities for such involve the coordination of budget preparation and other business affairs.

Numerous other committees exist in most multi-unit institutions to coordinate various functions. Examples include financial aids, institutional research, library, publications, and others. Some complaints have been heard that multi-unit operations lack committee structures, resulting in a lack of communication between the units.

Budget Allocation and Control: Two of the most perplexing problems in a multi-unit junior college are allocating the funds between units and the control of budgets. Jensen[77] found in the ten districts which he studied that budget planning started at the individual campus or college level. Masiko[78] states the operating budget is presented as a single budget for the college, but the budget officer will keep individual records for each campus.

Morrissey[79] says that the president of the system presents all budgets to the governing board, these having been prepared at the college level following guidelines previously agreed on.

Another problem is the authority to shift funds between appropriated budgets. In some cases the campus or college head may shift funds, but generally such changes must be approved by the central office business official or president.

An additional problem exists in the organization of the business function. Some campus administrators complain that the campus business representative reports to a vice-president for Business at the central office. In such cases the business function may control the efforts of the entire institution.

In short the problem involves the equitable, efficient

77 Arthur M. Jensen, "Urban Community Colleges Go Multi-Campus," p. 11.

78 Peter J. Masiko, Jr., op. cit., p. 26.

79 Kermit C. Morrissey, op. cit., p. 41.

use of funds. Some campus administrators will tend to build up funds in certain accounts and other administrators will emphasize other areas. There seems to be no common agreement on method for budget allocation and control. In general, this problem is more complex in the more autonomous models.

Summary: Only a few problems have been mentioned, those which are specifically and uniquely related to multi-unit operations. Certainly it is clear that multi-unit operations pose new and different problems from those experienced in the operation of a single institution, and interestingly, most of the single institution's problems exist also, to some degree, at the various units within the multi-unit organization.

Chapter Five

TRENDS, OVERVIEW, AND CONCLUSION IN MULTI-UNIT DEVELOPMENT

Trends: A common difficulty in administration is that often an institution is forced hurriedly to adopt the current fashion or mode. The effective administrator often would like to predict a trend, to adopt it early in its inception to the needs of his college.[80] If the administrator can predict the trend, his job is less difficult.

To say that there is a trend toward multi-unit junior college systems in America is a stark understatement. The evidence clearly indicates that multi-unit development, especially in metropolitan areas, is an evolutionary movement. With numerous examples of successful models that have been established in recent years and with continued discussion and evaluation of some of the perplexing problems, surely this multi-unit movement will become the common answer to the educational needs of large metropolitan centers. This is significant, especially since the trend in the nation is toward universal higher education opportunities for at least

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80 Irene R. Kierman, "The New Style in College Administration?" The Junior College Journal, 1967, Vol. 38, No. 1, p. 22.

the two years beyond high school. Gleazer[81] indicates that the question is no longer "whether or not" it will be achieved. Rather the question is "when." Thus, the multi-unit junior college movement may be a step toward the realization of universal higher education.

Another trend is developing also. The multi-unit concept presents great promise for large rural districts which lack population and financial support to establish several separate, independent colleges within its area. An early trend toward this concept was found in the junior college law of the state of Florida,[82] where two or more contiguous counties may combine for the purpose of supporting a public junior college under a single board. Thus, the one college, branch centers model could provide higher educational opportunities scattered strategically in appropriate locations throughout a large rural district, under one board, in a more economical fashion.

Overview: Multi-unit community junior colleges are being established at a rapid rate. Many administrators are faced with perplexing problems concerning the organization for multi-unit operations. Some of these problems involve the philosophy of whether or not to centralize or decentralize authority and supportive services.

81 Edmund J. Gleazer, Jr., "Toward Universal Higher Education." The Junior College Journal, 1966, Vol. 37, No. 3, p. 7.

82 James L. Wattenbarger, A State Plan for Public Junior Colleges with Special reference to Florida. Gainesville: University of Florida, 1958, p. 39.

The multi-unit concept has been in existence for many years; however, the surge in its development has been in the last few years. Several factors seem to have influenced the multi-unit trend: the tremendous growth in student populations, the need to make the first two years of higher education more accessible to students, and consideration of more efficient and economical means by which to provide these opportunities.

The existing multi-unit systems seem to fit one of four models. These are the one college, branch centers model; the one college, multi-campus model; the multi-campus, district model; and the multi-college, district model. A paradigm constructed to show the relationships between these models reveals a continuum of development from centralized to decentralized authority. The philosophy of the board and the chief administrator seems to dictate how the organizational structure evolves for each model. There also seems to be a positive correlation between the age of the multi-unit system and its growth toward more autonomy with and between the institutional members of the system. Variations and overlapping exists within the range of each model and between models on the paradigm. Some common elements can be seen in all of the models. Systems under university control fit within the established models and constitute another variation of the model structure.

Many problems have arisen which are unique to the multi-unit system. Organization for administration must of

necessity be quite different from a single institution. Problems of accreditation have been raised by associations. Should institutions be accredited as a whole or should each unit be examined separately? Planning new campuses, master planning, and the development of physical facilities must be considered differently and in more detail in the multi-unit system to insure that these relate in proper perspective to the total institution. Communication and coordination is much more difficult in the multi-unit setting. The location of and extent of educational services pose another problem. Faculty organization, committees, and councils have more difficulty communicating, arranging for meetings, and defining their tasks in a multi-unit institution. Probably the most perplexing problem involves budget allocations and control of fiscal matters.

These are only a few of the more pressing problems in multi-unit organization and operation. Many approaches to these problems may be seen in the existing systems. Much discussion, research, and evaluation is needed to answer the monumental question of how best to organize for multi-unit operations.

Conclusion: The movement toward multi-unit administration in the community junior college is exciting and challenging and demands that all concerned constantly evaluate and up-date methods, procedures, and organizations. The multi-unit concept can be either the most economical and efficient means of accomplishing the task or the most chaotic and confusing.

Administrators, boards of trustees, faculty members, and the citizens of the community alike must face the demand of accountability in education. Every effort must be made to provide the best possible educational opportunity for youth and adults on a broader, more universal scope and yet by the most economical means. The multi-unit concept offers much promise as an answer to this quest.

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